

**THE AMMAN STATEMENT
ON
HUMAN DEVELOPMENT
GOALS
AND
STRATEGIES
FOR
THE YEAR 2000**

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PREFACE

The fourth session of the Roundtable on "Development: the Human Dimension" was held in Amman, Jordan, from 3 to 5 September, 1988, under the joint sponsorship of the UNDP Development Study Programme and the North South Roundtable of the Society for International Development. The subject of the session was "Human Development: Goals and Strategies for the Year 2000."

Themes in earlier sessions of this Roundtable dealt with the neglect of the human dimension during the development crisis of the 1980s, the concern for human development in economic adjustment policies and the management of human development. These themes are elaborated in published statements. The Amman statement builds on but does not repeat the earlier statements.

The session was hosted by the Ministry of Foreign Affairs, Government of Jordan, and by the Arab Thought Forum. The Roundtable was privileged to have His Royal Highness Crown Prince Hassan Bin Talal as Chairman for the opening and closing sessions. The meeting was attended by 57 leading development professionals from 28 countries. A list of participants is appended.

All participants attended in their personal capacity. The Statement reflects the main ideas and concerns expressed in the discussion without presuming to present a consensus on each and every point.

THE AMMAN STATEMENT

The challenge facing the international community today, and the challenge facing many individual countries, is to replace the human neglects of the 1980s with longer term strategies for the 1990s which will put people first.

There are important reasons for this priority. As previous reports of this Roundtable have made clear, the economic problems of debt and trade, recession and adjustment have so absorbed time and resources in the 1980s that in many developing countries and in some industrialized countries too, human development needs and concerns have received remarkably little attention. The tragic result is that in most of Africa and Latin America, plans for long-run improvements for promoting the capacity and capabilities of human beings have given way to stagnation and, often, decline.

The need to give more attention to human concerns has been increasingly accepted in the main international institutions. But the emphasis is still too often on the protection of basic needs of particular groups in the short run, rather than mobilizing a broader process of sustained human-centered development over the long run. This Roundtable believes that such an innovative approach is now both needed and feasible; indeed, it could provide inspiration and direction for the Fourth Decade of Development up to the year 2000.

Previous decades of development have called for strategies combining long-run economic and social development and have achieved some success, especially during the first and second decades. However, the role of human development has received markedly differing emphasis over the years: in the 1950s, it was regarded as the "social welfare concerns of development"; in the 1960s, as "residual factors of development"; in the 1970s, as "issues geared to the alleviation of poverty and basic needs"; in the 1980s, it became a neglected dimension. A review of this

past experience reveals several aspects in which, conceptually and operationally, human goals and concerns could be made more central and, in a sense, more directly human. The Roundtable believes that the time has come to attempt this and our Statement suggests practical steps to achieve it.

Of course, strategies in the new decade should also address other basic problems of development. The changes experienced in the world economy in the last fifteen years, and the distress that has accompanied many of them, have often been policy-induced; indeed, they have brought to the surface basic weaknesses of previous development strategies. Developing countries borrowed extensively in order to build their economies. Their development strategies were thwarted by rocketing interest rates and the instability of exchange rates coupled with sharp drops in commodity prices and the introduction of trade restrictions for the goods they produced. Thus, their excessive reliance on external borrowing has resulted in a debt crisis in many parts of Africa, Latin America and elsewhere. By 1985, the formerly capital-importing developing countries were transferring resources to the rich countries at the rate of \$31 billion a year. Attempts to manage the debt crisis by restructuring production have, as intended, led to a shift towards exports and a steep decline in imports. However, this very decline has reduced world markets and limited the possibility of adjustment through export expansion. The constraints on export markets have meant that economic adjustment in many countries has had to come from curtailments in government expenditures, substantial cuts in real wages and investments for human development. For example, in the low-income countries other than China and India, decisions to reduce public expenditure resulted in a fall of more than 40 per cent between 1972 and 1985 in the share of central Government spending devoted to education and health.

Progress has become increasingly uneven both among regions and among the various social classes of individual countries. With the exception of China and South-East Asia, economic growth has slowed in all regions of the Third World since the second half of the 1970s. Average incomes have in fact fallen in much of Africa, the Middle East and Latin America. Unemployment, poverty and inequality have increased in many countries and the number of hungry people in the world has risen. Environmental issues have been neglected, further increasing long-term problems.

In these troubled circumstances of the world economy, short-term adjustment problems have overshadowed longer-term perspectives of development. True development is the process of economic growth and structural changes through which the capabilities of people can expand.

1. Putting people first

By the year 2000, human development will acquire a new importance and magnitude both for developing and industrialized countries as competitiveness, productivity, skilled labour, knowledge-based employment and management capacity become the key factors of economic development. The largest part of world output will be ensured not because of additions to capital, but thanks to improvements in people's capacities. People, armed with specialized education, skills and training and supported by the new technological facilities of informatics and telecommunications, will become the engine of economic growth.

Experience shows that today upgraded skills and knowledge-intensive human outputs account for the rapid economic growth and dynamism of most industrialized countries. These skills find a ready market in the new service sectors which provide the majority of new employment opportunities and account for between one half to two thirds of the GDP of these countries. Developing countries should draw the necessary lessons from these experiences. They should adopt strategies and policies to develop their human capital, to provide a medium to increase the efficiency, productivity, competitiveness and capabilities of their people, and to create improved employment opportunities in both a quantitative and qualitative sense.

At the same time, it is estimated that by the year 2000, those below 30 years of age will constitute almost 60 per cent of the world's population. At least 600 million new jobs - more than the current total number of jobs in all industrialized countries - will be needed simply to accommodate the new entrants into the labour forces of developing countries.

It is ironical but true that in an increasingly shrinking planet, human development has also been recently neglected by some industrialized countries. Indeed, in their recent economic summit meetings, the leaders of these countries have failed to recognize this reality and have not stressed the importance of human development in the development process. Human development in today's world can no longer be seen as "do-goodism" or as "charity business" adopted as a solution for surplus commodities. It should be viewed as a manifestation of "enlightened self-interest" in each society.

Thus, development thought and development policy for the next decade must have a new vision. What is needed today is a revised focus, one that views the process of development as a sustainable process of expanding the capacity, capabilities, creativity and initiatives of people; one that seeks to mobilize all the resources available to an economy, material and human; and one that systematically seeks out low-cost methods of production which generate additional employment. The capabilities approach, which this Roundtable strongly advocates, necessarily emphasizes the centrality of human initiative and creativity, individual and collective, and hence the need to democratize the development process. The merits of this approach are that it puts the enhancement of human capacities of all a country's population at the centre of the stage, where it always should have been, and provides an integrating concept which can guide public policy at national, regional and international levels.

It acknowledges the human being as the engine of growth and recognizes that expenditure on human development represents investment that has no lower a rate of return than conventional expenditure on machines, buildings and physical infrastructure. Moreover, a process of human development may bring into play unused resources and thereby increase the level of productive activity above what it otherwise would be.

Apart from the aim of upgrading the skills, knowledge, management capacity and productivity of people, specific aspects of the capabilities approach that merit high priority, especially at the grass-roots level are the following:

Employment, of an increased, productive nature, primarily for low-income groups;

A population and employment policy, fully integrated into the overall strategy;

Education, especially basic, primary and secondary education, particularly for mothers and children (among them girls, the mothers of tomorrow);

Health, here again, efforts should focus on young girls;

Nutrition, particularly for vulnerable groups;

Specific targets for the enhancement of women's economic and social conditions;

Better geographical distribution of human resources, achieved by providing employment opportunities and avoiding, for instance, excessive rural to urban migration or an international brain drain.

The overall approach should aim at generating growth that is environmentally enriching and capable of being sustained. Equally important, it should aim at enhancing full participation in the society, including policy-making and creating a climate where mutual respect, harmony, happiness and social peace prevail.

For the last few years, the primacy of women in much of the development process has finally been acknowledged and, in a variety of international declarations and tota₁ supported. What has become increasingly clear, however, is the triumph of rhetorical tokenism over concrete public policy. If the Fourth Development Decade is to mean anything, it must mean, categorically, unequivocally and irreversibly, the recognition that women, as much as men, are the means and ends of development, and that indeed, every conceptual view of human development, however defined, is a mockery without the centrality of the role of women.

Previous international development strategies have concentrated on changes in developing countries, for the most part making reference to industrialized countries only in relation to their role in supporting Third World development. It is our conviction that a greater focus on enhancing human capabilities is equally applicable and needed in the industrialized countries, grappling with their own problems of unemployment, rapidly growing numbers of older and retired persons, escalating increases in health, welfare and social security expenditures, and continued gender and racial divisions.

2. Participation: the private sector and the role of the state

People are in general born with equal prospective human capacities and capabilities. Though they cannot choose where and when to be born, they should have equality of opportunities to develop their human inspirations, abilities and capabilities to the fullest. They should possess equal chances to release their human energies and creativeness.

The attainment of these goals and objectives requires a substantial reorientation of the role of the state and of the private sector.

The state should become an efficient, active agent in promoting human development; it should be responsible for ensuring an enabling environment in which all individuals can develop their capabilities to the maximum and can thereby become fully productive members of society.

Moreover, the state must fulfill its wider responsibilities for creating incentives and undertaking expenditures which increase the productive capacity of the economy.

The private sector also has a major role to play and, as many governments, left and right, have increasingly realized, the potential of the private sector must not be weakened by arbitrary interventions by the state.

The private sector, in the sense of productive enterprise, large and small, has the creativity and resources to contribute which lie at the heart of increasing productive employment. The private sector, in the sense of non-governmental organizations, plays a critical role in responding to community needs. Thus, the enabling environment should also be supportive of local and community initiatives and of democratic participation by all members of society, regardless of gender, race or social class. When community or private initiatives prove insufficient, the state must ensure that the weak and vulnerable are not neglected but are enabled to develop their capabilities and play their full part.

3. The opportunity of the next development decade

The formulation of development strategies for the 1990s, the Fourth Development Decade, presents an opportunity to put these ideas into practice. Building upon the experience of earlier Decades of Development and learning the lessons of the past, both negative and positive lessons, the international community and its constituent nations can now aspire, by working together for the common good of humankind, to construct and implement a set of policies which will have a significant impact on increasing the capabilities of ordinary women and men. Given the severity of economic conditions in so many developing countries, this is an opportunity that is not to be missed.

The recent peace initiatives constitute a unique conjunction of events which helps both to create a peaceful environment more conducive to development and to make it possible to reallocate a portion of expenditure hitherto devoted to armaments to programmes for enhancing human development. Since rising military expenditure in the 1980s has been in many countries a major constraint on human development, a reversal of this trend could provide some of the resources needed for the strategy we advocate. At the global level, the superpowers should be challenged at a time when resources are being released from reductions in armaments to provide increased support for the Fourth Development Decade. At regional and national levels, developing countries should similarly be challenged, and this should be made a specific point for discussion in the formulation of regional strategies.

4. The strategy as a process: need for national, regional and global approaches

The capabilities approach can most effectively be implemented if it is incorporated into a set of strategies, plans and policies designed to address the specific needs of particular regions and countries. Although the approach is universal in its applicability, its translation into effective policy and action requires planning from the bottom up, not from the top down, and certainly not from the global level down.

The Khartoum Declaration, the Jakarta Plan and the Latin American Critical Poverty Project all provide evidence of a desire for a new approach which gives first priority to human development. This desire extends from the grass roots all the way to ministerial levels. Planning for enhanced human capabilities should stem from country realities, based upon the participation of all sections of society. Non-governmental organizations can play an important role here, giving a voice to social groups and classes that are seldom heard. The building blocks for the international components of the strategy for the Fourth Development Decade should be national, sub regional and regional programmes. The global dimension of the new strategy should then build upon the work of the United Nations regional commissions and the expertise of the specialized agencies under the coordinating authority of the United Nations Secretariat and the independent professional advice of the Committee for Development Planning. The expertise and experience of other regional, intergovernmental and *non-governmental* organizations should also be utilized.

Building the development strategy on the basis of national and regional or sub regional consultations should make it possible to avoid the weaknesses that arose in preparing earlier strategies in *which* political influence and diplomatic negotiations were unduly concentrated at the global level. We must also break the pattern of basing successive international development strategies on targets of growth rising from 5 to 6 to 7 per cent per year in each decade, when in practice the result was a disappointing decline from 4.3 to 3.4 to 2.9 per cent. Once a draft outline strategy for the Decade has been prepared, a process of political consultation, strategy reformulation and final endorsement will be essential. The culmination of this process, we believe, should be a major International Conference on Human Development.

5. Financial resources

Most of the resources needed for a human capabilities approach to development can be generated internally. In many countries, however, especially in Africa, external resources will be needed to supplement domestic savings and generally to support human development. We stress, therefore, that the strategy for the Fourth Development Decade must be underwritten by an exceptionally large transfer of concessionary resources, particularly during the first half of the Decade, in order to provide a strong catalyst for change. In the case of the poorest of the developing countries, measures presently under consideration for relieving all or a major portion of the private and public foreign debt are important for support of the human development strategy. So strongly does this Roundtable feel on these issues that international institutions and the donor countries are recommended to review all their assistance against the test of how it contributes to enhancing human capabilities and reducing poverty and to allocate at least one third of their foreign aid to the direct support of human development.

6. Human and social indicators

A new approach to development policy will generate new demands for information and reliable statistical data on the key variables of the strategy. This in turn implies that the national and international statistical services should be strengthened and asked to develop and publish social and human indicators of progress, including indicators that shed light on gender-specific issues. These indicators would, of course, supplement and not replace the existing conventional measurements.

The selection and measurement of human and social indicators should not be left to government and official agencies alone. Non-governmental organizations, including universities and research institutions, have the necessary ability and are free from political interference. Nongovernmental sources of information - trade unions, community groups, churches - have considerable potential in this area.

At the national level, all countries should be encouraged to review and, as necessary, restructure their national development plans to include human balance sheets and human goals. The specialized agencies, for their part, should stand ready to provide technical assistance to those countries requesting help in reformulating their plans and policies. The international financial institutions, in turn, should make firm commitments to claims for more generous financial assistance from countries placing sustainable human development at the centre of their economic strategy.

7. Mobilizing support and monitoring results

Mobilizing support, promoting concrete measures and monitoring results are vital to the success of the strategy; machinery should be established to ensure that the United Nations agencies are effectively brought together in support of this. We recommend, therefore, that an ad hoc high-level committee or possibly an international council on human development be established within the United Nations system to oversee the implementation of the strategy for the Fourth Development Decade. This body should include the executive heads from the specialized agencies most directly involved in implementation as well as representatives from the regional economic commissions and the World Bank and regional development banks. A senior official from the United Nations Secretariat should be chairman.

The new committee or council would constitute a forum where fundamental issues of accelerating human development could be discussed, both operational issues of providing greater international focus and support and issues of concept and approach such as participation, empowerment and the relationship between human rights and development. Representatives from other relevant United Nations agencies should be co-opted at appropriate points. The committee or council would be expected to prepare reports on these issues. In addition, it should publish an annual report on human development and a statement on progress achieved in implementing the strategy.

8. Commissions of wise persons

At the international or regional level, in order to stimulate rethinking and practical action, we suggest that high-level commissions of wise persons may be constituted to interact at the highest level with national and international policy-makers on concrete strategies and measures for human advance. Such commissions should preferably be small - sometimes no more than six members each, with equal numbers of women and men - consisting of outstanding personalities who could use their experience and influence to encourage structural changes nationally, regionally or globally. Such commissions might also help to persuade regional and international institutions to support and finance structural changes which can be expected to result in visible improvements in the human condition. Some links should be established, perhaps occasional

joint meetings might be held, between the commissions of wise persons and the *ad hoc* committee or council involving the heads of international agencies.

9. Conclusion

It is our firm belief that what is needed today is a continuous process, not a single event or a single set of definitive targets, to institutionalize the importance of human beings in economic development. For the last four decades, we have witnessed many intellectual flirtations with the concept of human-based development and some partial experiments at the country level. But a systematic and sustained approach has been lacking - both at the conceptual and operational levels.

Let us have the vision and the mission to ensure that a continuous process is generated now so that, in the decade of the 1990s, human beings are placed at the centre of economic development instead of being regarded as a residual option.

Let us also ensure that the recent and present crises of energy, food and debt are not superseded by a far more fundamental crisis in the year 2000 - the crisis of human development.

There are already growing gaps in GNP, trade, and technology between the peoples of the North and South. While we should aim to close those gaps, let us concentrate all our efforts on preventing an even greater one: the gap of human capabilities.

In these ways, we can hope to accelerate, substantially and realistically, moves towards a world in which, by the year 2000, infant mortality will have been greatly reduced, malnutrition almost abolished, illiteracy radically diminished and a system of primary health care made accessible to all. Men, women, children and youth will then have the basis on which to realize their full potential, to become productively employed and to participate in society on equal terms. This is the vision which should now be translated into national development plans and policies, regional and global targets and international policy-making.

(This edited version of the Statement incorporates suggestions made by the participants to clarify the argument and to improve its presentation.)

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PUBLICATIONS RELATED TO HUMAN DEVELOPMENT

A. BOOKS

1. Human Development; The Neglected Dimension. Ed. Khadija Haq and Uner Kirdar, 446pp. Istanbul, 1 to 4 September, 1985.

Synopsis:

The objective of development is people, Yet, this truism has been increasingly neglected in recent years, when economic difficulties and short-term adjustment measures have led to worldwide cutbacks in spending on health and education, particularly in low-income countries. Such shortsighted policies will yield disastrous results in the near future unless there is a global reaffirmation of human welfare as the ultimate end of all development. The Istanbul Roundtable on Development: The Human Dimension urged a conscious redirection of policy and planning toward this dimension of development and concrete action in education and training, nutrition and health, the role of women, new technologies, new initiatives to break the debt impasse, and finally, international action to call attention to this issue through a World Conference on the State of the Human Condition. The papers in this volume, prepared for the Istanbul Roundtable, review thirty years of development theory and experience in the light of an urgent need to restore the human dimension of development to a central position in development policymaking and planning.

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Part 1 - The Human Fact,,: Louie Emmerij, Frances Stewart, JesnGuy St-Martin, Oscar Nudler.

Part 2- Individual Country Experience: Gob Keng•Swee, Gustav Ranis, Shahid J.

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Part 3 - Individual Country Experience: Ihsan Dogramaci, Choo Hakchung, Sudipto Mundle, Headley Brown, Zul-Kifl Salami, Ryokichi Hirono, Crown Prince Hassan Bin Total.

Part 4- Contributions a(Different Sectors' Mercedes Police de Briceno, Francis Blanchard, A.M.A. Muhith, Hakan Hallberg, Just Faaland

Part 5- Impact of Science and Technology: Abdus Salem, Mihaly Simai, Omar Akin/Raghu Nath/Raj Reddy, Dan Resnick, Domonique Peccoud, Henri Hogbe-Nlend, Aurelie V.

Warteneleben.

Part VI - Contributions of the Private Sector, NGOs and Institutions: Ernst G. Knappe, Rahmi M. Koo, Nemir A. Kirdar, Lim Tack Ghee, Richard Jolly, Georges D. Landau, Uner Kirdar.

2. Human Development, Adjustment and Growth.

Ed. Khadija Haq and Uner Kirdar 326pp. Salzburg, 7 to 9 September, 1986.

Synopsis:

The 1980s have been years of sternum, adjustments in both developing and developed countries following the repercussions of the oil, food, financial and debt crises. Adjustment measures, in order to balance the budget, in most developing countries, have been secured at unfortunately high human costs - high in terms of lost output, depressed employment and rising poverty levels. Human development has been the worst victim of most stabilization policies. The Salzburg Roundtable on Human Development, Adjustment and Growth concluded that adjustment without growth and human development is both unacceptable end counterproductive. It is possible, indeed mandatory, for national and international policy makers to design such packages as will make adjustment policies compatible with human development end economic growth.

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Part I - An Overview: Louis Emmerij, Mahbub of Haq, Uner Kirdar. Part II - Macro Policy Issues: Lalith Jayawardena, Frances Stewart, Giovanni Andrea Comm, Gustav Ranis, Tony Killic/Tony Addition/ Lionel Demery, Mihaly Simai.

Part III - Sectoral Policy Issues: Mahdi Elmandjra, Sylvain Lourie, S.K. Jain, Nevin S. Scrimshaw, Hakan Hallberg, John Clark.

Part IV - Country Experiences: David Hunts, Gustavo Fernandez Saavedra, Neville O. Beharie, B.R. Kabwe, Zul-Kifl Salami, Ahn Sears Chul.

3. Managing Human Development.

Ed. Khadija Huq and Uner Kirdar, 294pp. Budapest, 6 to 9 September, 1987.

Synopsis:

Despite a renewed international commitment to shifting the focus of development efforts away from material things and abstract economic targets and back where it belongs - onto people - planners and policy makers are only now beginning to come to gripe with the long-term practical implication, of such a pledge.

Authors in this volume the third in the NSRT/UNDP Human Development aeries - recommend concrete steps to put people et the forefront of development in a resource-constrained environment, taking into account the profound impact of new technologies on both developing and developed countries. The Budapest Roundtable concluded that urgent, concerted efforts am needed in the areas of education, manpower policy, enterprise management, social indicators and financing to narrow the dangerously widening gape between men and women, rich and poor, North and South.

Contributors:

Part I- Policies and Planning far Human Development: Mihaly Show, Uner Kirdar, Margaret J. Anstee/John R. Mathiason, Cecilia Lopez Montano Richard Jolly, Victor E. Tokman, Wolf Scott, Josef Pajestka.

Part 11 - Education and Training: Issues: Louie Emmerij, Paul-Marc Henry, Nafis Sadik, Oscar Nudler, Claudia de Moura Castro, Aniko Husti.

Part 111-Education and Training: Country Experiences: Khadija Haq, Enrique Oteiza, Abu Baker Abdul Karim, Leongard Goncharov N. T. Wang.

Part IV - Financing Human Development: 1. Henry Ergas, Peter Marshall, Joseph Wheeler, William McWhinney.

4. Human Development: Goals and Strategies for the Year 2000. Amman, 3 to 5 September 1988. (To be published Spring 1989)

B. STATEMENTS

1. **Istanbul Statement on Development: The Human Dimension,** Istanbul, 1 to 4 September, 1985.

2. **Salzburg Statement on Adjustment and Growth with Human Development,** Salzburg, 7 to 9 September, 1986.

3. **Budapest Statement on Human Development in a Changing World,** Budapest, 6 to 9 September, 1987.

4. **Amman Statement on Human Development: Goals and Strategies for the Year 2000,** Amman, 3 to 5 September, 1988.